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ABSTRACT

This report outlines the findings and recommendations of an Illinois state task force which investigated the problem of Hispanic student dropouts. Following an executive summary, the report is divided into two sections which, respectively, describe findings and provide recommendations for twelve problem areas: (1) inadequate definition of a dropout and inaccurate collection and reporting of data; (2) inadequate number of Hispanic guidance counselors and unrelated job responsibilities; (3) need for Hispanic role models; (4) parental participation: rights and responsibilities; (5) need for staff development and training; (6) specialized programs and special education: misclassification and misplacement; (7) inadequate utilization of the Migrant Student Record Transfer System; (8) need for employment and training programs; (9) need for extracurricular activities and remedial programs; (10) truancy and crime; (11) unenforced school discipline policies; (12) inappropriate utilization of existing school resources and lack of teacher accountability. Three appendices include the State Senate resolution which established the task force; a roster of task force members; and a schedule of the public hearings and presenters. (KH)

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ILLINOIS STATE TASK FORCE ON HISPANIC STUDENT DROPOUTS

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A GENERATION TOO PRECIOUS TO WASTE

An Investigative Report Submitted to the
Illinois General Assembly, March 1985

UD 024800



GENERAL ASSEMBLY

STATE OF ILLINOIS



March 15, 1985

The Honorable Philip J. Rock
Senate President
State Senate
State House
Springfield, Illinois 62706

The Honorable Michael J. Madigan
Speaker of the House
House of Representatives
State House
Springfield, Illinois 62706

Dear President Rock and Speaker Madigan:

Senate Joint Resolution 82, adopted in 1984, was intended to address the concerns of the Illinois General Assembly that the dropout rate for Hispanic students is of crisis proportions, creating conditions for high unemployment and other social costs by virtue of lost talents and skills to the State of Illinois. The General Assembly created the State Task Force on Hispanic Student Dropouts, comprised of 21 citizens representing community agencies, the legislature, Illinois' schools, and the Hispanic community, to investigate the extent of the problem and to recommend legislative action to combat it. The Illinois State Board of Education provided necessary staff assistance to the Task Force, facilitating the completion of our charge in a timely manner.

Public hearings were conducted in Chicago and Geneva, Illinois. Testimony focused on the dimension of the Hispanic dropout problem, its causes and possible solutions. The findings and recommendations in this report are based on that testimony and reflect the concerns of the Hispanic community and its leaders.

Our investigation has led to the conclusion that indeed the Hispanic student dropout situation is critical. The recommendations in this report should not go unheeded. The General Assembly, under your leadership, must pass legislation designed to alleviate the Hispanic student dropout problem.

Edward A. Nedza

Task Force Co-chair
(D-5th District)
State Senator

Joseph Berrios

Task Force Co-chair
(D-9th District)
State Representative

"In economic terms, human skill and ability are resources. This means that education (especially the education of children) is an investment. Perhaps it is the primordial investment since people eventually drive and shape the development of all other resources. Looking at both our human resources and our educational investments, some disturbing questions are raised. Are we raising a generation of children that is not only smaller in number but also "less able" than previous generations? Have the "monetary and psychic returns" on parenting declined? Is the "market for children" too risky in America? Are we doomed to intergenerational warfare? Are we destined to become a low-IQ "hinterland" of farms and smokestack industries' incapable of the future? Are American schools educating a small group of elite scientists and turning out a great mass of functional illiterates, while other nations educate the managers, technicians, thinkers and doers who will inherit the future?"

Herbert J. Walberg

EXECUTIVE SUMMARY

This report represents the efforts of twenty one citizens who were directed by the Illinois General Assembly to investigate the problem of Hispanic student dropouts within the context of the overall concern regarding high school dropouts, to conduct public hearings, and to consider all relevant information, data, suggestions and proposals for combating the problem of Hispanic student dropouts. The task force was further directed to submit a report of its findings, together with suggestions for any legislation it finds desirable, to the General Assembly on or before March 15, 1985.

Three public hearings were conducted by the task force, two in Chicago and one in Geneva, Illinois. Testimony was given by forty-two citizens representing state agencies, educational service regions, public and private schools, community groups, parent teacher associations, community colleges, universities, bilingual education programs, educational research agencies, parents, Hispanic student dropouts, and other concerned citizens. The executive summary presents major findings obtained from the testimony.

There is a negative impact on the state's labor force due to the high dropout rate. Dropouts lack basic skills necessary to meet the needs and demands of business and industry. In the past ten years, the state dropout rate was over 20%, and over 45% in Chicago. This has created an unprepared labor force. In addition to high job absenteeism, these youths lack attitudinal skills to complete work tasks and they lack other fundamental requirements for succeeding in the business world. This inability to maintain a skilled labor force has hampered statewide economic development.

There is a need for a uniform definition of a dropout. The definition must include all students from kindergarten through twelfth grade who have left the regular schooling process without receiving a high school diploma. Current recording and reporting practices minimize the accurate magnitude of the State of Illinois dropout rate. In reality, the dropout problem is a kindergarten through twelfth grade problem.

Due to a history of misrepresenting the accurate magnitude of the State of Illinois' dropout rate, there is a need to correct inaccuracies and inconsistencies in recording and reporting dropout data by school districts. For example, the Task Force found that the Chicago Public School System reported an 8% dropout rate, whereas, the State Board of Education reported a 48% dropout rate in Chicago for the same class.

Students experiencing multiple course failure and chronic truancy are easily identifiable as potential dropouts. Prior to budgetary cutbacks to education, these students were offered the opportunity to make up courses by attending free summer school. Presently, the majority of these students drop out since educational options, such as summer school, evening classes, and remediation, are not available to them.

Currently, any student under 16 years of age who does not attend school is considered to be a chronic truant. In some school districts, many of these "marginal" students are encouraged to officially leave school when they reach the age of 16. Further, this practice of encouraging students to leave school was found to be the second most cited reason by students for leaving school without a high school diploma. This phenomenon is known as "push-outs."

Economic demands on poor families cause students to leave school prior to completing high school. Current public aid policies and practices do not permit parents to continue to receive financial support from the state after the student reaches the age of 18. Consequently, children must leave school in order to supplement the family income. The absence of work/study programs, cooperative education programs, and the lack of access of Hispanic students to vocational education programs continues to have a negative impact on students that drop out in search of employment and other forms of financial stability.

- . The high number of dropouts who engaged in crime causes a strain on the resources of this state. In the past five (5) years, juvenile incarcerations have increased by 185%. Many of the adult prisons have two occupants in cells originally designed for single occupancy. Yearly, it costs the state approximately \$25,000 to incarcerate a juvenile and approximately \$15,000 to incarcerate an adult.
- . Research shows a high correlation between school nonattendance and juvenile crime. A study conducted in Kane County showed that out of 127 chronic truants, "76% were caught in nonschool-related crimes within two years of their truancy violation."
- . Gangs are known to control the campuses of many schools. This activity is prevalent in metropolitan areas and is beginning to appear in collar county schools. In a recent study, 24% of all dropouts indicated fear of gangs as their reason for leaving school. Also noted was the fact that 45% of the males and 22% of the females were recruited to gangs while in school. In addition, 38% of males and 42% of females reported having been physically harmed in or around school by gangs. Also, drug sales within schools are rampant. A purchase of alcohol, marijuana, pills, speed, cocaine, and heroin can be consumated in one hour.
- . According to State Board of Education statistics, of 25,015 full time employees in the Chicago Public Schools, only 4.9% are Hispanic, of which 81% are in bilingual education programs. Further, only 1% of all elementary and secondary school teachers are Hispanic in the State of Illinois. This indicates a need for Hispanic administrators, teachers, and counselors in the mainstream of education in the state.
- . Support and counseling services such as career counseling and counseling for pregnant and parenting students is not available to students. State Board of Education statistics indicate that in Illinois there are 2,608 certified guidance counselors. Of these counselors, 29 are Hispanic. Although the North Central Association of High Schools and Colleges supports a student-to-counselor ratio of 250:1, the average ratio in Chicago Public Schools is 450:1.
- . Parental participation in school advisory councils and PTAs in predominantly Hispanic schools is almost nonexistent. Parents are not informed nor encouraged to have input into the school policy decision-making process. Parental participation should begin with the child's preschool experience.

- . Lack of discipline is a commonly cited reason for students dropping out. Persons exclusively responsible for implementing discipline in the Chicago Public Schools are non-existent. State Board of Education certification data report 352 deans of discipline statewide. Of these, 2 are Hispanics. Even though Chicago is the largest of the 1,009 school districts in Illinois, there are no deans of discipline in the City of Chicago.
- . Migrant children often are not admitted to schools because of problems in forwarding or requesting school transcripts. In other states with economies that depend upon farm workers, a central databank for accreditation has been established and systematically forwards a student's transcript when the student moves to another school district.
- . Illinois is noted for its institutions of higher learning, yet there exists no meaningful role or structural relationship by which higher education can renew elementary and secondary education. Other states have joint enterprises which avail higher education resources to elementary and secondary educational institution for dropout prevention; offer access into undergraduate and graduate educations; and provide higher education retention programs and student financial aid.
- . Hispanics, including the limited English proficient, are improperly placed in special education programs. Present identification and evaluation procedures are culturally biased. Placement in special education classes staffed by qualified bilingual staff is almost nonexistent. Of 14,523 special education teachers and 879 school psychologists in Illinois, only 64 special education teachers and 11 school psychologists are respectively Hispanic.
- . Teachers, counselors, and administrators are in need of inservice training in dropout prevention, diagnosis, remediation and intervention. These activities should be designed to facilitate the development of awareness, as well as the other practical skills, that will enhance the insights and professional response of educators.

FINDINGS

1. Inadequate Definition of a Dropout and Inaccurate Collection and Reporting of Data

A uniform definition of a dropout does not exist. Educational policy makers, administrators and researchers use different definitions in determining local, regional and state policy when collecting and reporting

dropout information and statistics. This lack of uniformity and standardization in defining a dropout has kept policy and law makers from understanding the nature, scope and dimension of the dropout problem and has not allowed policy formulation and legislative action at the state level and program planning at the school building level.

Currently, any student under 16 years of age who does not attend school is considered to be a chronic truant. In some school districts, many of these "marginal" students are encouraged to officially leave school when they reach the age of 16. It was reported in testimony that students having academic and/or behavioral problems have been inappropriately referred to social service agencies or psychiatric health clinics without first exhausting existing school resources. This practice of encouraging students to leave school without a high school diploma is known as creating the "push-out" phenomenon.

Dropout data are recorded and reported during the students' high school tenure. This common practice statistically loses students who leave school prior to enrolling in high school. Therefore, current official data is misleading and understates the actual magnitude of the state dropout rate by not recording the number of students that leave school prior to entering high school. In reality, the dropout problem is a kindergarten through twelfth grade problem.

Due to this history of improper representation of the magnitude of the State of Illinois dropout rate, there is a need to correct the inconsistent recording and reporting practices of dropout data by school districts. For example, the Task Force found that the Chicago Public School System reported an 8% dropout rate, whereas, the State Board of Education reported a 48% dropout rate in Chicago for the same class.

Testimony also indicated that accountability for the collection of as well as reporting of accurate data is not emphasized. Some Chicago school administrators have reported lower dropout rates at their attendance centers when, in fact, the rates were quite high.

2. Inadequate number of Hispanic Guidance Counselors and Unrelated Job Responsibilities

Guidance and career counseling is critical for students in choosing life-long careers and goals as well as going through the elementary and secondary education process. Counseling is also important in monitoring and assessing student performance.

Hispanic school children, because of their unique cultural background, language differences and family structure may require additional guidance counseling. Teenage pregnancy is another crisis problem area which requires counseling for the young woman and her family. Girls who become pregnant are not provided the most basic support services which would prevent them from dropping out of school.

Hispanic children and their families need counselors who relate to their culture and understand their educational, family and economic needs. Another important factor is many Hispanic parents do not understand the English language. Counselors must be able to communicate with the monolingual parents.

The inadequate number of Hispanic counselors is evident from statistics given by the State Board of Education. Data indicate that, statewide, there are 2,608 certified guidance counselors. Of these counselors, 29 are Hispanic. Of these 29 Hispanic counselors, 23 are employed in the Chicago schools. In Chicago there are 59 schools where the Hispanic student population is over 70%; of those schools, 20 have over a 90% Hispanic student population.

The President of the Parent Advisory Council at Roberto Clemente High School reported the student to counselor ratio as being 450 students per counselor. Yet, this ratio understates the actual ratio as many counselors have other school related responsibilities such as hall monitoring, disciplinary activities, and administrative duties. Consequently, counselors are unable to develop dropout prevention services, to give adequate counseling time to students, and to work closely with parents.

3. Need for Hispanic Role Models

There is a great need for male and female Hispanic role models in Illinois schools. State Board of Education data show that there are 43,166 certified elementary teachers in Illinois; of these, 1,063 are Hispanic. There are 28,892 certified high school teachers in Illinois; of these, 281 are Hispanic.

There are 2,150 certified elementary school principals in Illinois; of these, 13 are Hispanic. In the junior and senior high schools, there are 1,134 certified principals; of these 2 are Hispanic.

In the Chicago Public Schools, only 4.9% of 25,015 full time employees are Hispanic; of these 81% are found in bilingual education programs. Further, only 1% of all elementary and secondary school teachers in the State of Illinois are Hispanic. This indicates a need for Hispanic administrators, teachers, and counselors in the mainstream of education in the state.

4. Parental Participation: Rights and Responsibilities

For the Hispanic student, the schooling process presents a unique challenge. The American educational system operates differently than the educational system in the student's native homeland. Schooling in America is complex and requires the participation of parents and community groups, as well as the students.

Hispanic parents find it difficult to participate in the schooling process because they cannot articulate their needs and the needs of their children to school officials. In many instances, the lack of fluency in English effectively shuts them off from the system. Also, when schools do not actively encourage parent participation, parents develop mistrust and become frustrated with the schools.

Many parents testified that they were not welcomed in their children's schools. If parents are to have a meaningful role in their local schools, a sense of ownership must be present. The school system must open up the schools to its community members and promote active parental involvement in the development of programs and educational initiatives that are responsive to the educational needs of their children. Parents must be involved in decisions regarding funding, curriculum and staffing. This involvement should begin during their child's preschool experience and continue throughout the child's educational years.

In order for parents to effectively participate in the educational system, they must be able to understand it. Parents can and must play an important role in the schools; they need, however, to be educated as to how the school system works, what their rights and responsibilities are within that system, and how that system can be responsive to their needs. Involving parents in the educational process will give them a feeling of being welcome and of ownership.

5. Need for Staff Development and Training

Teachers, counselors, and administrators need inservice training in community relations, dropout prevention, and how to deal with drug/gang problems. This training should take into consideration cultural background and should develop practical skills that will enable educators to better respond to the needs of Hispanic students. Without competent and motivated teachers and school administrators, students and parents will continue to feel unwanted and misunderstood in the schools.

An estimated 90% of all Hispanic teachers are participating in programs of bilingual education. Very few Hispanic teachers are found in the regular mainstream curriculum. Bilingual education teachers meet specific certification requirements addressing language proficiency and/or coursework competency.

School administrators and teachers who cannot communicate effectively with parents and students cannot provide the Hispanics student population the necessary vehicle to succeed in school.

School professionals have not received adequate training in classroom management techniques for culturally different student populations, second language assessment procedures, and techniques for teaching English. Staff development activities in relation to Hispanic students are usually provided only for teachers in bilingual programs. Once students leave this program, they find themselves isolated from the rest of the school population.

Consultative assistance, training, professional development and the availability of linguistically relevant educational resources are not available across the state to the general teaching population.

6. Specialized Programs and Special Education: Misclassification and Misplacement

Hispanic children do not have access to Special Education programs. Language minority children whose educational rights are presently covered under P.L. 94-142 and Article 14-C of The School Code of Illinois do not receive appropriate educational services.

Hispanics, especially those with limited English proficiency, are improperly placed in special education programs. Present identification and evaluation procedures are culturally biased. Placement in special education classes staffed by qualified bilingual staff is almost nonexistent. Of 14,523 special education teachers and 879 school psychologists in Illinois, only 64 special education teachers and 11 school psychologists respectively are Hispanic.

According to the Designs for Change Report "Caught in the Web", nearly 60% of the 12,000 students in a Chicago Public School special education program (EMH) could, with help, be learning and growing in regular classes. The misclassification and misplacement of minority students has stunted the educational potential of thousands of Hispanic youngsters. Only one-third of the nationally estimated 2.7 million children who have limited proficiency in English receive any form of special programs responsive to their linguistic needs.

7. Inadequate utilization of the Migrant Student Record Transfer System

The children of migrant farm workers often encounter problems transferring between schools because they often must move again before transcripts are received. Many administrators allow migrant children to attend classes without actually transferring them into the school. Additionally, children are sometimes not even admitted to school because they lack school transcripts. In other states, where the economy depends more upon the farm worker, use by school districts of central databank for accreditation has been established.

In Illinois, two computer terminals, one located in Diamond Lake and the other in Springfield, are available but not widely used by local school districts.

8. Need For Employment and Training Programs

There is a negative impact on the state's labor force due to the high drop-out rate. Dropouts lack basic skills necessary to meet the needs and

demands of business and industry. During the past ten years, the state dropout rate has been at least 20%. In Chicago it has been at least 57%. This has created an unprepared labor force. In addition, these youths have not learned attitudinal skills to complete work tasks. They also lack other fundamental technical requirements needed in the business world. This inability to maintain a trained labor force has hampered statewide economic development.

Economic demands on poor families cause students to leave school prior to completing high school. Current Public Aid policies and practices do not permit parents to continue to receive financial support from the state after the student reaches the age of 18. Consequently, children must leave school in order to supplement the family income.

Testimony indicated that school systems have failed to actively establish partnerships with industry where Hispanic students participating in vocational classes can go after school, receive payment and enhance their work skills, and more importantly, continue pursuing a high school diploma.

The link between education and the world of work needs to be carefully delineated for the student. There is no teacher as effective as experience. If a student has the opportunity to spend some time at work which relates to his/her study, it not only develops an understanding of career opportunity but also may provide the necessary income for the youth. This money source can be the difference for many youth between remaining in school until graduation or dropping out. Further, through the process of providing tax-incentive for small business, industry, and other groups likely to employ youth, employment opportunities can be generated for high school youth. A particular need is for part time jobs, as too often a youngster can find only half-time jobs that leaves one too tired to perform adequately in school.

Employment and training programs are critical for the State's Hispanic students eventual entry into the workforce. Without appropriate basic, technical and attitudinal skills, the Hispanic student will not be prepared for entry level employment or further education in preparation for employment in a specialized occupational field. Currently, employment and training programs are provided primarily through public vocational education, apprenticeships, JTPA, proprietary schools, the U.S. military, and existing business and industry. These programs must be accessed by Hispanic students.

There are at least three (3) important challenges that must be addressed with respect to the employment and training needs of Hispanic populations:

- a) Technology - unless students finish school and get a broad background in the basics (in addition to technical and attitudinal skills), they will not be able to compete in a workplace that is changing rapidly.
- b) Change in the characteristics of the workforce - there is a shift (particularly in Chicago) in the employment mix with fewer jobs projected (through 1990) in manufacturing and an increase in jobs

in the service sector and in sales, clerical, and transportation fields. This signals the need for new types of programs.

- c) Economic stability - a Hispanic student's economic needs can best be met by assuring that they are prepared for their next choice after high school -- whether to continue education or to find employment. People must have the skills to be continuously and productively employed.

9. Need for Extracurricular Activities and Remedial Programs

Testimony indicated that many children who are experiencing multiple course failures are the same students who constitute the high-risk group of potential dropouts. The present educational system does not offer alternatives whereby these students would be able to receive the additional tutorial and classroom support they need in order to continue moving through the educational pipeline. When faced with academically falling behind their peers, they simply stop participating in the system.

The drop out problem and the gang problem can be impacted by re-establishing programs such as summer school and evening tutorial programs which have previously proven to be highly successful. Since many youths drop out of school in the 9th or 10th grade after being held back due to course failures, it seems that many of them would likely stay in school if they could remain in the same class as their peers. In addition to summer school, credited night courses should be available for students and parents. Furthermore, students needing extra credits should be allowed to take a fifth major provided that these students are carrying a "B" average or better.

Remediation and language intervention services are not available to Hispanic students outside of bilingual education. This, coupled with the feeling that students must incorporate themselves into the mainstream curriculum rapidly, and learn English at a fast pace, creates a situation where students cannot effectively cope.

Preschool and early parent education programs were cited as important factors in creating and establishing values of education. Preschool programs have not been focused on by school administrators as a priority. They are not perceived by the Hispanic community as being available for their children. Parents who, because of their own limitations, cannot help their children with academic homework look towards the school to provide the necessary additional assistance so that their children can compete in school and in society. This lack of an ability to compete was cited as being a major cause for hispanic youth to leave the educational system.

10. Truancy and Crime

Research shows a high correlation between truancy and juvenile crime. A study conducted in Kane County showed that out of 127 chronic truants, 76% were caught in nonschool-related crimes within two years after leaving school. In another study conducted by the Bureau of School Attendance, Chicago Public Schools, it was found that 95% of the inmates at the Stateville Correctional Facility, Joliet, were high school dropouts.

The high number of dropouts who engage in crime cause a strain upon the financial resources of this state. In the past five (5) years, juvenile incarcerations increased by 185%. Yearly, it costs the state approximately \$25,000 to incarcerate a juvenile and approximately \$15,000 to incarcerate an adult.

Currently, Illinois' school officials do not have appropriate statutes for ensuring prevention, diagnostic, and remedial services for the chronic truant. Also, there are no last resort enforcement provisions in the compulsory attendance law. Comprehensive and wholistic prevention, diagnostic, and remediation services for diverting the chronic truant from the juvenile court system must be in place on a statewide basis if we are to keep at-risk students in school. Given these findings, legislative action is necessary to establish a framework of regionally based truancy prevention, diagnosis, and remediation services throughout the state and to restore laws which allow for the appropriate use of last resort enforcement of compulsory attendance laws.

Gangs are known to control the campuses of many schools. This activity is prevalent in metropolitan areas and is beginning to appear in collar county schools. In another study, it was reported that of all dropouts indicated fear of gangs as their reason for leaving school. Also noted was the fact that 45% of the males and 22% of the females were recruited to gangs while in school. In addition, 38% of males and 42% of females reported having been physically harmed in or around school by gangs.

Testimony also revealed that drug sales within schools are rampant. A purchase of alcohol, marijuana, pills, speed, cocaine, and heroin can be consumated in one hour.

11. Unenforced School Discipline Policies

Lack of discipline is a commonly cited reason for students dropping out. Persons exclusively responsible for implementing discipline in the Chicago Public Schools were cited in testimony as being nonexistent. State Board of Education certification data reflects 352 deans statewide. Of these, 2 are Hispanics. Even though Chicago is the largest of the 1009 school districts in Illinois, there are no deans in the City of Chicago.

Testimony also indicated that very few schools have formally adopted discipline policies. School discipline policies are not evident or, if they exist, they are not enforced.

12. Inappropriate Utilization of Existing School Resources
and Lack of Teacher Accountability

Accountability is an increasingly critical issue as community leaders, policy makers and parents consistently challenge school administrators to provide students with job and career skills. The task force heard testimony that salary, merit increases and tenure should be directly tied to student achievement.

Hispanic students drop out of school at an alarmingly high rate. During testimony, it was suggested that existing teacher resources be redirected so more teacher/student contact time can be spent on courses directly related to learning subject matter critical for basic skills achievement. It was further stated that local districts presently spend a great portion of their financial resources meeting state requirements which do not enhance the student's classroom accomplishments.

RECOMMENDATIONS FOR LEGISLATIVE AND ADMINISTRATIVE ACTION

Problem Area 1: Inadequate Definition of a Dropout and Inaccurate Collection and Reporting of Data

- 1) Establish a uniform definition of a dropout that includes all school children enrolled in kindergarten through twelfth grades, who are not enrolled in a regular course of study leading to a high school diploma.
- 2) Accountability for accurate collection, recording, and reporting of information by school officials must be established. Each school must establish a data management system.
- 3) Penalties for the falsification of public school records or misappropriation of public funds must be established. If such malfeasance occurs, and the Attorney General determines that criminal statutes have been violated, it is recommended that the offense be treated as a Class 3 felony.
- 4) The State Board of Education must report on an annual basis the statewide dropout rate to the leadership of the General Assembly. Information is to be collected per grade level, by race, sex, and mandated programs. The Educational Service Regions will be responsible for reporting to the State Board of Education the dropout rates for each school in their region.
- 5) The State Board of Education must develop a standard form to collect dropout data per grade, by race, sex and mandated programs. Each school in Illinois must be required to complete this form on an annual basis.
- 6) The Auditor General be required to audit and prepare an annual report on the collection and reporting of attendance and dropout data by the State Board of Education. This report will be submitted to the leadership of the General Assembly on an annual basis.

Problem Area 2: Inadequate Number of Hispanic Guidance Counselors and Unrelated Job Responsibilities

- 1) The public schools must recruit and hire Hispanic guidance counselors. A student to counselor ratio must not exceed the standard recommended by the North Central Association of High Schools and Colleges.
- 2) School counselors must be relatively free from other school administrative responsibilities in order to properly carry out their case work. It is recommended that 75% of a counselor's time be spent in direct services with students. Such time must be recorded.
- 3) Counselors must encourage parents to become involved in the educational process along with their children.

- 4) Employment and career counseling must be made available to students. Networking with local business and industry should be built into the counseling process. Establish special career counseling days.
- 5) Special counseling and support services must be made available for pregnant and parenting students. Tuition waivers, course credits, and college work/study money could be made available for college level and medical students to provide needed services and parenting skills.

Problem Area 3: Need for Hispanic Role Models

- 1) School districts must employ Hispanic counselors, principals, teachers, administrators and superintendents. Other Hispanic professionals, including but not limited to special education teachers, school psychologists, nurses and social workers, must also be hired.
- 2) Employ Hispanic teachers in positions outside of the bilingual program. Hispanic teachers must teach in all subject matter areas and at all grade levels.
- 3) Present recruiting and personnel policies of all school districts must be evaluated by the Illinois State Board of Education and, if necessary, be changed to reflect equitable hiring practices.
- 4) A Hispanic leadership program must be established in order to recruit Hispanics into public school administration through financial incentives for continuing their education and providing internship programs. The principal's examination for Chicago's schools must be administered on a more regular basis; and, in preparation for this exam, study/review groups should be formed. This would broaden the pool of eligible and qualified Hispanics for principal and other administrative positions.

Problem Area 4: Parental Participation: Rights and Responsibilities

- 1) Parental orientation to the schooling process must be given or offered when the child first enters school.
- 2) Parents must feel a sense of ownership in the schools. Schools must have an open door policy and encourage parent and community participation.
- 3) Parent outreach programs should be established.
- 4) Each school should have an informed advisory council consisting of parents, teachers, school principals and other community leaders who have direct input into the school's decision making process, including:
 - a. setting school priorities
 - b. setting budget

- c. determining inservice needs for staff development and parent education
- d. developing school attendance and discipline policies.

Problem Area 5: Need for Staff Development and Training

- 1) Require teachers and administrators to participate in staff development and training programs exclusive to the needs of the Hispanic student. Create resource centers that provide technical and consultative assistance for teachers of Hispanic and other language minority students.
- 2) An academic support program should be established with local colleges to provide courses in need areas.

Problem Area 6: Specialized Programs and Special Education Services: Misclassification and Misplacement

- 1) School districts must administer non-discriminatory assessment tests to Hispanic students. Accurate placement in supportive services, including gifted, bilingual and special education, must be in accordance with test results.
- 2) School officials must inform parents about the educational rights of their handicapped children.
- 3) Public laws governing disadvantaged students must be followed. The State Board of Education must use its regulatory authority to ensure compliance. The office of the Auditor General should also monitor compliance with these laws.
- 4) School districts should hire qualified Hispanic professionals as special education teachers.

Problem Area Number 7: Inadequate Utilization of the Migrant Student Record Transfer System

- 1) The Illinois State Board of Education maintains a central computer data file of transcripts for migrant children. All school districts must be made aware of this system and instructed on how to access this data bank. School districts can access the Illinois terminals of the National Migrant Student Record Transfer System located at Diamond Lake and Springfield school districts.
- 2) Proper credit towards graduation must be given for classes previously taken in any recognized school district in the U.S.A.

Problem Area 8: Need for Employment and Training Programs

- 1) The State Board of Education should ensure that schools develop a link between education and the world of work. This link must be carefully delineated for the student. Finding part time work should be given primary concern in helping the Hispanic student.
- 2) Public Aid should maintain children on public aid up to their 21st birthday as long as they are verifiably enrolled in a certified high school and are progressing in a regular course of study toward their high school diploma. This will allow students to complete their education without additional financial hardship on their families.
- 3) Expand the 14-15 year old Work Experience and Career Exploration Program (WECEP) which offers education and job training for potential dropouts in an effort to keep them in school (funded by the State Board).
- 4) Use peer tutors while in school to serve as mentors for Hispanic students who have education or family problems which may prevent them from staying in school.
- 5) Develop local groups that can help to coordinate the different employment and training programs for Hispanic youths (call them local coordination councils).

Problem Area 9: Need for Extracurricular Activities and Remedial Programs

- 1) Establish summer school attendance centers. Participation in summer school should be required for all students failing two or more subjects. Thereafter, attendance will be optional to all other students.
- 2) Establish a system of early identification of potential dropouts. Provide diagnostic, remedial, and/or intervention programs for these students.
- 3) Establish after school programs and activities such as academic clubs, tutoring and intramural athletics.
- 4) Establish academic support programs, e.g., use college or high school students to tutor dropouts. These programs will provide in-school direct services to students in areas of math, science, computer literacy, and communication skills.
- 5) Establish preschool and early parent education programs.
- 6) A school retrieval program that identifies, locates and retrieves school leavers should be established in order to provide direct outreach services to recent dropouts (1 year or less). Efforts to reinstate these students into a regular course of study would be the primary focus of this program. Individual and family counseling, pre-employment and

career counseling, and academic support programs should be provided to students.

- 7) Direct services to the dropout who is one or more years removed from school must be provided. The State shall make grants available directly to community based organizations to provide GED, ESL, literacy education, and individual and family counseling.
- 8) Establish accredited night courses for students and parents.
- 9) Provide students the opportunity to take a fifth subject major providing that they are maintaining at least a B average.

Problem Area 10: Truancy and Crime

- 1) The Illinois compulsory attendance law requires students to attend school until the age of 16. It is recommended that the compulsory school attendance age be increased to 18 years of age or upon graduation.
- 2) Since there are currently no compulsory school attendance enforcement procedures in the law, it is recommended that the State Board of Education propose to the General Assembly laws which would require local schools to develop and adopt attendance policies, require schools to provide truancy prevention, remediation and intervention services, and to allow for the appropriate use of courts as a last resort.
- 3) Laws regarding possession and use of drugs and weapons on or near school grounds must be strengthened.
- 4) School officials must work with parents, community groups and law enforcement officials in order to create a safe school environment.
- 5) Anti gang proposals with common sense solutions must be sought.

Problem Area 11: Unenforced School Discipline Policies

- 1) All elementary and secondary public schools should be required by law to have formally adopted written discipline policies.
- 2) Discipline policies must be developed to reflect input by students, parents and school officials. All must take part in the development of such policies and all must insist on its enforcement.
- 3) Chicago Public Schools must educate and train disciplinarians to carry out and enforce the school's disciplinary policies.
- 4) Fairness in administering discipline must be maintained. Accountability must be maintained through periodic review by school officials.

Problem Area 12: Inappropriate Utilization of Existing School
Resources and Lack of Teacher Accountability

- 1) That mandated programs, such as physical education and drivers education, which do not provide instruction in basic subject matters be mandated and that these fiscal resources be redirected towards dropout prevention, remediation and intervention programs.
- 2) That tenure and salary increases for teachers and administrators be directly related to student achievement.

APPENDIX A
Senate Joint Resolution Number 82

Offered by Senator Rock, President of the Senate; Senators D'Arco, Nedza and Senators Barkhausen, Becker, Berman, Bloom, Bruce, Buzbee, Carroll, Chew, Coffey, Collins, Darrow, Davidson, Dawson, DeAngelis, Degnan, Demuzio, Donahue, Egan, Etheredge, Fawell, Friedland, Geo-Karis, Grotberg, Hall, Holmberg, Hudson, Johns, Jones, Jeremiah Joyce, Jerome Joyce, Keats, Kelly, Kustra, Lechowicz, Lemke, Luft, Macdonald, Mahar, Maitland, Marovitz, Netsch, Newhouse, Philip, Rigney, Rupp, Sangmeister, Savickas, Schaffer, Schuneman, Smith, Sommer, Vadalabene, Watson, Weaver, Welch and Zito.

WHEREAS, Approximately 50% of Hispanic students entering high school fail to graduate; and

WHEREAS, The presence of such a large number of adults without a diploma creates the conditions for high unemployment and other social costs by virtue of lost talents and skills to the State of Illinois; and

WHEREAS, In recent months, there have been a number of national reports emphasizing the dramatic changes taking place in our society and the importance of public education in which to prepare for dealing with life in the 21st century; and

WHEREAS, the State Board of Education reports nearly 25% of every entering freshman class in Illinois public high schools choose not to complete school and students drop out at an average rate of 6% per year; and

WHEREAS, the attrition rate for Hispanic youth is double the rate for the general student population; and

WHEREAS, In 1976, the National Center for Educational Statistics found that the dropout rate for language minority youth, of which Hispanics are the majority, was four times the rate for English speaking students; and

WHEREAS, It is essential for the benefit and welfare of the residents of the State of Illinois that solutions to the problem of Hispanic high school dropouts be found; therefore, be it

RESOLVED, BY THE SENATE OF THE EIGHTY-THIRD GENERAL ASSEMBLY OF THE STATE OF ILLINOIS, THE HOUSE OF REPRESENTATIVES CONCURRING HEREIN, that there is created the State Task Force on Hispanic Student Dropouts, which shall investigate the problem of Hispanic youth dropouts within the context of the overall concern regarding high school dropouts, conduct public hearings throughout the State, and consider all relevant information, data, suggestions and proposals for combating the problem of Hispanic dropouts; and be it further

RESOLVED, That the Task force shall submit a report of its findings, together with its suggestions for any legislation it finds desirable to the General Assembly on or before November 15, 1984; and be it further

RESOLVED, That the Task Force shall be composed of 21 members as follows: 2 members of the Senate, one to be appointed by the President of the Senate and one to be appointed by the Senate Minority Leader, one of whom shall act as a Co-Chairman of the Task Force, and 2 members of the general public appointed by the President of the Senate; 2 members of the House of Representatives, one to be appointed by the Speaker of the House of Representatives and one to be appointed by the Minority Leader of the House of Representatives, one of whom shall act as a Co-Chairman of the Task Force, and 2 members of the general public appointed by the Speaker of the House; 2 members of the general public appointed by the Minority Leader of the Senate; 2 members of the general public appointed by the Minority Leader of the House of Representatives; 1 member of the general public appointed by the Governor; 1 member of the School Problems Commission appointed by the chairman of that Commission; 1 member of the Commission on Gang Crime Activity appointed by the Chairman of the Commission; 1 member of the Chicago Board of Education appointed by the President of the Board; 1 member of the Spanish Speaking Peoples Study commission appointed by the Chairman of the Commission; 3 members of the State Board of Education appointed by the Chairman of the Board; 1 member of the Board of Higher Education appointed by the Chairman of the Board; and be it further

RESOLVED, That all members shall be appointed for the duration of the Task Force, and a vacancy in the membership of the Task Force shall be filled in the same manner as the original appointment; and be it further

RESOLVED, That the Task Force shall be provided with the necessary staff assistance and reimbursement for expenses by the State Board of Education; and be it further

RESOLVED, That copies of this resolution be sent to the Governor, the State Board of Education, the Chicago Board of Education, the Illinois Board of Higher Education, the chairman of the School Problems Commission, the chairman of the Commission on Gang Crime Activity, and the chairman of the Spanish Speaking Peoples Study Commission.

Adopted by the Senate, April 25, 1984.

Concurred in by the House of Representatives, with House Amendment No. 1, July 1, 1984.

Senate concurred in House Amendment No. 1, July 1, 1984.

President of the Senate

Secretary of the Senate

Speaker of House of Representatives

Clerk of the House of Representatives

APPENDIX B
Roster of Task Force Members

Carolyn Bergan (non-conferee)

Chicago

Independent Consultant to Not for Profit Organizations. Member of the Illinois State Board of Education, Chair of the Operations Committee, Member of the Planning and Policy Committee.

Representative Joseph Berrios, Co-Chair

(D-9th District), Chicago

Vice-Chair Human Services Committee, Member of the Appropriations I, Executive and Transportation and Motor Vehicles Committees. Member, Select Committees on 1992 World's Fair and Small Business.

Kenneth Bruce (non-conferee)

Springfield

Director of Public Affairs, Illinois Education Association.

Senator Aldo A. DeAngelis

(R-40th District), Chicago Heights

Assistant Minority Leader; Member of the Executive, Executive Appointments and Revenue Committees.

Waleska Delgado

Chicago

Student. North Park College and Aspira Inc. of Illinois.

Carroll E. Ebert

Naperville

Business Executive. Member of the Illinois State Board of Education; Member of the Planning and Policy Committee.

Rodolfo Garcia Z. PhD

Chicago

Director of Research, Latino Institute.

Grace Gonzalez

Chicago

Counselor, Benito Juarez High School.

Representative James M. Kirkland

(R-66th District) Elgin

Minority Spokesperson, Urban Redevelopment Committee; Member of the Elementary and Secondary Education, Higher Education and Election Committees.

Reverend Charles L. Kyle, Ph.D.

Chicago

Associate Pastor, Saint Francis Xavier Parish; Adjunct Professor, Center for Chicago Area Studies, DePaul University.

Sylvia Leonberger

Aurora

Parent. Member of the Illinois State Advisory Council on Bilingual Education.

Catalina (Kay) Navarro

Chicago

Marketing Specialist, Chicago 1992 World's Fair, Authority. Former Executive Director, Spanish Speaking Peoples Study Commission; Member of the Illinois State Advisory Council on Bilingual Education.

Senator Edward A. Nedza, Co-Chair

(D-5th District), Chicago

Chair of the Transportation Committee, Vice-Chair of the Executive Committee; Member of the Executive Appointments, Housing and Economic Development and Finance Committee.

Ronald C. Patton

Hazelcrest

Principal, Bloom Township High School.

Diego Redondo M.D.

Deerfield

Physician. Member of the Illinois State Board of Higher Education.

Roberto Rivera

Chicago

Chair, Network for Youth Services Education Committee.

Jaime Diego Rivera, M.S.W.

Chicago

Team Administrator, Youth Guidance, Roberto Clemente High School.

Representative Alfred G. Ronan

(D-12th District) Chicago

Chair of the Transportation and Motor Vehicles Committee; Member of the Urban Redevelopment, Human Services, Labor and Commerce Committees.

Mario Saenz

Chicago Heights

Maywood Supervisor, Illinois Migrant Council.

Nilda M. Soler

Chicago

Attorney. Member of the Illinois State Board of Education; Member of the Planning and Policy Committees and Vice Chair EEO Task Force.

Raul Villalobos

Chicago

Attorney. Member and immediate past president Chicago Board of Education.

Staff to the Task Force

Thomas E. Grayson
Illinois State Board of Education

Frank J. Llano
Illinois State Board of Education

APPENDIX C
Schedule of Public Hearings and Presenters

Three (3) public hearings were held by the Task Force. Forty-two (42) individuals addressed the Task Force with specific knowledge regarding the dimension of the Hispanic student dropout problem and its causes and solutions. Testimony was presented verbally and/or in writing.

February 6, 1985
10:00 a.m. - 4:00 p.m.

State of Illinois Building, Chicago

In order of appearance, presenters were:

Dr. Hamilton McMaster, Superintendent of District 6, Chicago Public Schools; Dr. Rudolph Salmeron, Superintendent of District 8, Chicago Public Schools; Dr. Philip A. Viso, Assistant Superintendent, Department of Vocational and Career Education, Chicago Public Schools; Dr. William L. Humm, Research Scientist, Department of Research and Statistics, Illinois State Board of Education; Dr. Isidro Lucas, U.S. Deputy Commissioner, U.S. Commission on Civil Rights (appearing as an individual, not as an agency spokesperson); Dr. William K. Rice, Jr., Department of Research and Statistics, Chicago Public Schools; Mr. Wilfredo Rivera, President, Parent Advisory Council, Roberto Clemente High School, Chicago; Dr. Donald Moore, Director, Designs for Change, Chicago; Mr. Guillermo Gomez, Social Worker, Youth Guidance Dropout Program, Network for Youth Services, Chicago; Mr. Matias Rico, on behalf of State Representative Juan M. Soliz; Mr. Miguel del Valle, Executive Director, Association House, Chicago; Mr. Mark Ballard, Clergy, St. Peter's Church, Chicago; Mr. Richard Rutschman, Executive Director, Latino Youth, Inc., Chicago; Mrs. Mirta Ramirez, Northwest Community Organization; Ms. Angela Miller, Assistant Principal, Benito Juarez High School, Chicago.

February 7, 1985
10:00 a.m. - 4:00 p.m.

State of Illinois Building, Chicago

In order of appearance, presenters were:

Sister Barbara Hawken, Principal, Josephinum High School, Chicago; Mr. Jack Wuest, Director, Alternative Schools Network, Chicago; Senator William A. Marovitz, 3rd Legislative District and Chair of the former Spanish Speaking Peoples Study Commission; Mr. Joseph Rosen, Coordinator, Network of Youth

Services, Chicago; Ms. Linda Martinez, Researcher for the ASPIRA Drop Out Study; Mr. John Jursa, Assistant Principal, Schurz High School, Chicago; Ms. Sylvia Vela, Bilingual Program Director, Rockford Public Schools District 205.

The following individuals submitted written testimony:

Dr. Ron Perlman, Ph.D., Director, Illinois Resource Center, Northwest Educational Cooperative; Mr. Refugio Gonzales, Vice President, Educational Committee, Southwest Community Congress; Ms. Zelda V. Oppenheimer, DuSable High School.

February 8, 1985
10:00 a.m. - 4:00 p.m.

State of Illinois Building, Chicago

In order of appearance, presenters were:

Dr. Angela Futch, Director of Affirmative Action and Minority Affairs, Elgin Community College; Dr. Douglas Hoeft, Assistant Regional Superintendent of Schools, Kane County; Ms. Connie Busto, Youth Outreach Worker, Kane County Truancy Prevention Program; Mr. Rodney Bryant, Youth Outreach Worker, Kane County Truancy Prevention Program; Ms. Carol E. Scheidenhelm, M.A., Adult Family Counselor, Mid Valley Service Region, Kane County; Mr. Brad Smith, Family Counselor, Kane County Truancy Prevention Program; Ms. Gloria Johnston, Bilingual Program Director, Elgin Unit 46 School District; Mr. Bob Tomlin, Coordinator, Work Experience Program, Elgin Unit 46 School District; Mr. Jaime Garcia, Coordinator, Work Experience Program, Elgin Unit 46 School District; Mr. Luis Cabrera, Assistant Principal, Kimball Middle School, Elgin Unit 46 School District; Mr. Bradley Woodruff, Director, Centro De Informacion, Elgin; Mr. Raul Hernandez, Dropout Student from Elgin Unit 46 School District; Ms. Marta Lopez, Dropout student from Elgin Unit 46 School District; Mr. Francisco Luciano, Dropout Student, Aurora East School District 131; Mr. Jaime Luciano, Dropout Student, Aurora East School District 131; Mrs. Jane Gomez, President, Club Guadalupano, Elgin; Mr. Tom Woodstrup, KDK Job Training Department of Kane County, Geneva; Ms. Diana Ramos, Member, Illinois Migrant Council; Mrs. Rosie Garcia, Parent, previously employed as a Teacher's Aide, Bilingual Program, Aurora West School District 129; Mr. Clem Mejia, Director, Bilingual Program, Aurora East School District 131.

The following individuals submitted written testimony:

Mr. Jeff Scull, Coordinator, Youth Services, Aurora Township and Ms. Irene Campos Carr, Project Director, Family and Community Project, Aurora.

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